United Nations A/65/209

General Assembly

Distr.: General
2 August 2010

Original: English

Sixty-fifth session
Item 28 of the provisional agenda*
Advancement of women

Trafficking in women and girls

Report of the Secretary-General

Summary

In resolution 63/156, the General Assembly highlighted the need to protect and assist all victims of trafficking, with full respect for their human rights. It outlined concrete measures, addressing them to States and other stakeholders, to prevent and eliminate trafficking in persons, especially women and children. The Assembly requested the Secretary-General to submit to it, at its sixty-fifth session, a report on this issue. The present report, which is submitted pursuant to that request, is divided into four parts: part I covers the introduction; part II contains the measures taken by Member States; and part III outlines activities undertaken within the United Nations system to combat and eliminate trafficking in women and girls. Part IV contains the conclusions and recommendations for future action.

* A/65/150.

10-47057 (E) 250810

Please recycle

Contents

I. Introduction

II. Measures reported by Member States

A. International instruments

B. Legislation and the justice system

C. National action plans, strategies and national coordination mechanisms

D. Bilateral, regional and international agreements and cooperation

E. Prevention measures, including awareness-raising, and capacity-building

F. Services and support for victims/survivors

G. The role of the business sector and media providers

H. Data collection and research

III. Activities undertaken within the United Nations system

A. Global legal and policy development

B. Initiatives by United Nations entities, including activities in support of national efforts

IV. Conclusions and recommendations

I. Introduction

1. In its resolution 63/156, on trafficking in women and girls, the General Assembly called upon Governments to strengthen measures to combat and eliminate all forms of trafficking in women and girls, and to implement actions at the bilateral, subregional, regional and international levels, in cooperation with all relevant actors. The Assembly called upon Governments to address the factors that increase women's vulnerability to being trafficked, criminalize all forms of trafficking in persons, strengthen preventive action, support victims/survivors of trafficking, and enhance information-sharing and data collection. The Assembly requested the Secretary-General to submit to it, at its sixty-fifth session, a report that compiled successful interventions and strategies, as well as gaps, in addressing the gender dimensions of the problem of trafficking in persons, and provided recommendations on the strengthening of gender- and age-sensitive approaches within the various aspects of efforts to address trafficking in persons. The present report is submitted in accordance with that request and is based, inter alia, on information received from Member States, entities of the United Nations system and other organizations. It covers the period since the previous report (A/63/215).

II. Measures reported by Member States

2. As at 27 May 2010, 59 Member States had responded to the Secretary-General's request for information.[1] The reported efforts and measures taken to combat trafficking in women and girls include ratification of relevant international instruments, strengthened legal and policy frameworks, enhanced coordination and cooperation with different stakeholders, and reinforced prevention measures and efforts to prosecute perpetrators and support victims/survivors.

A. International instruments

3. International law obligates and guides States in the adoption of anti-trafficking laws and policies, and States' adherence to such treaties is indicative of their commitment to action. Since the previous report, the number of States parties to international legal instruments relevant to combating trafficking in women and girls has further increased. Of those countries that submitted information for the present report, Indonesia and the Syrian Arab Republic have become party to the United Nations Convention against Transnational Organized Crime, the Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, as well as the Protocol against the Smuggling of Migrants by Land, Sea and Air. Yemen has become party to the Convention; China and Qatar have become party to

[1] Replies were received from Algeria, Australia, Argentina, Austria, Azerbaijan, Belarus, Bolivia (Plurinational State of), Brazil, Brunei Darussalam, Bulgaria, Cameroon, Canada, Chile, China, Colombia, the Congo, Croatia, Cyprus, Denmark, Djibouti, the Dominican Republic, Finland, Georgia, Germany, Haiti, Indonesia, Italy, Jamaica, Kenya, Lebanon, Lithuania, Malta, Mauritius, Mexico, the Netherlands, New Zealand, Nicaragua, the Niger, Qatar, Paraguay, the Philippines, Poland, Portugal, the Republic of Korea, the Russian Federation, Samoa, Saudi Arabia, Senegal, Serbia, Slovakia, Slovenia, Spain, the Sudan, Sweden, the Syrian Arab Republic, Uganda, Ukraine, the United Republic of Tanzania and Yemen.

the trafficking Protocol; and the Niger and Paraguay have become party to the migrants Protocol.

4. Of the States reporting, the Congo and Germany have become party to the Optional Protocol to the Convention on the Rights of the Child; and Australia, Mauritius and Switzerland have become party to the Optional Protocol to the Convention on the Elimination of All Forms of Discrimination against Women. Finland and New Zealand have signed the Optional Protocol to the Convention on the Rights of the Child on the sale of children, child prostitution and child pornography, while the Congo has signed the Optional Protocol to the Convention on the Elimination of All Forms of Discrimination against Women.

5. States drew attention to regional instruments relevant to the issue of trafficking in women and girls, such as the Council of Europe Convention on Action against Trafficking in Human Beings; the Council of Europe Convention on the Protection of Children against Sexual Exploitation and Sexual Abuse; the Inter-American Convention on International Traffic in Minors; and the Abu Dhabi Declaration (unified law) on combating human trafficking in the Gulf countries.

B. Legislation and the justice system

6. Comprehensive legal frameworks provide the foundation for effective action against trafficking in women and girls at the national level. Progress in strengthening such frameworks and bringing them into line with international and regional standards is therefore essential for combating trafficking in women and girls. However, the absence of specific anti-trafficking legislation, or delays in adopting such laws, constitutes an obstacle to an effective response.

7. In many States, penal codes, but also immigration, asylum or related laws now include explicit criminal offences related to human trafficking (Algeria, Australia, Azerbaijan, Bolivia (Plurinational State of), Bulgaria, Canada, Colombia, Croatia, Denmark, Finland, Georgia, Lithuania, Mauritius, Malta, Netherlands, New Zealand, Nicaragua, Paraguay, Portugal, Republic of Korea, Russian Federation, Serbia, Slovakia, Slovenia, Sweden, Switzerland and Ukraine). In some States, these laws cover various forms of trafficking, including for purposes of sexual exploitation, forced labour or services, or removal of organs (Bulgaria, Lithuania, Malta, Netherlands, Portugal, Russian Federation, Serbia, Sweden and Switzerland), as well internal trafficking (Bulgaria, Canada, Colombia, Georgia, Portugal and Sweden). Numerous States have strengthened penalties for traffickers to make them commensurate with those prescribed for other grave crimes. Punishments include fines as well as imprisonment ranging between 5 and 15 years, and tend to increase in aggravating circumstances, especially when the victim is a child. Persons who knowingly use the services of victims/survivors of trafficking are criminally liable, including in Croatia, Georgia, Portugal and Serbia. In Denmark, the Netherlands and Sweden, penal legislation covers human trafficking offences committed in other countries. Colombia and Paraguay prohibit human trafficking in their constitutions.

8. Trafficking can also be subsumed under other offences, including removal of organs (Spain), leading or forcing a person into prostitution (Poland), slavery (Cameroon, Slovenia and Sudan), forced labour (Cameroon, Djibouti and Saudi Arabia), abduction (Sudan), sexual violence (Algeria), sexual and commercial exploitation of children (Congo), or illegal adoptions (Croatia, Serbia and Spain).

9. In addition to criminalizing trafficking within the framework of penal law, an increasing number of countries are using the promising practice of putting in place comprehensive laws, covering trafficking offences, together with a range of other measures, such as protection and support services for victims/survivors, including temporary residency permits; compensation for damages to victims/survivors; prevention measures; and the establishment of national coordination bodies on trafficking in persons (Bulgaria, Cyprus, Djibouti, Georgia, Mauritius, Mexico, Philippines and Senegal). Other States have in place a specific law on human trafficking (Argentina, Azerbaijan, Belarus, Brunei Darussalam, Dominican Republic, Indonesia, Jamaica, Kenya, Saudi Arabia, Syrian Arab Republic, Uganda and the United Republic of Tanzania), or on trafficking in children (Cameroon). Protection, assistance and reintegration services for victims/survivors are also increasingly enshrined in law or legislative provisions (Azerbaijan, Belarus, Bulgaria, Canada, Colombia, Finland, Indonesia, Italy, Malta, New Zealand, Slovakia, Sweden and Switzerland), as are the issuance of residency permits for victims/survivors (Austria, Belarus, Finland, Italy, Lithuania, Malta, Netherlands, Portugal, Serbia, Slovakia, Slovenia and Sweden); reparation for victims/survivors (Austria, Bulgaria, Lithuania, Slovakia and Slovenia); and monitoring and regulation of international marriage agencies (Republic of Korea). Efforts are under way in several States to amend or adopt anti-trafficking legislation (Bolivia (Plurinational State of), Brazil, Chile, Colombia, Dominican Republic, Lebanon, Niger, Paraguay, Poland, Qatar, Spain, Sweden, Ukraine and Yemen).

10. Progress has also been made in protecting and assisting victims/survivors of trafficking during criminal proceedings. A range of measures exist, for example, witness protection programmes (Austria, Belarus, Georgia, Philippines, Russian Federation, Slovakia, Slovenia and Spain); support for victims/survivors giving evidence (Canada, Denmark, Indonesia, Poland and Slovakia) through the use of videoconferencing (Sweden); and closed hearings (Georgia and Italy). Special police and/or prosecution units have been established in a number of countries (Argentina, Australia, Austria, Azerbaijan, Dominican Republic, Jamaica, Lithuania, Mexico, Philippines, Poland, Switzerland and the United Republic of Tanzania). Training programmes and materials on human trafficking, including guidelines for investigation and prosecution, have been provided to police and/or prosecutors in the majority of reporting countries, some of which have focused on trafficking in children, or the removal of organs. On the other hand, however, reported prosecution rates remain low. While inadequate law enforcement was cited as one of the possible reasons for this situation, States emphasized the need to prosecute and punish all perpetrators, including public officials involved with trafficking circles.

C. National action plans, strategies and national coordination mechanisms

11. National action plans and strategies offer overarching frameworks for measures to prevent and combat human trafficking, and enhance coordination among relevant sectors and stakeholders. Dedicated anti-trafficking plans are increasingly in place, and many of them contain specific measures on trafficking in women and/or children (Argentina, Austria, Australia, Azerbaijan, Belarus, Bolivia (Plurinational State of), Brazil, Bulgaria, China, Colombia, Congo, Croatia, Cyprus, Denmark, Dominican Republic, Finland, Georgia, Lebanon, Lithuania, Mexico,

New Zealand, Netherlands, Philippines, Poland, Portugal, Qatar, Republic of Korea, Saudi Arabia, Senegal, Serbia, Slovakia, Slovenia, Spain, Sweden, Ukraine and Yemen). Based on experience gained and lessons learned, such plans and strategies now commonly include measures in all areas necessary for systematic anti-trafficking work, and in particular measures to effectively investigate and prosecute trafficking; identify, protect, support, rehabilitate and reintegrate victims/survivors; develop or amend laws; undertake research, prepare reports and collect data; provide training to a range of professionals dealing with trafficking victims/survivors; raise awareness and knowledge among the general public as well as potential victims/survivors; and promote cooperation among all actors addressing human trafficking. Some of the action plans contain specific targets and time frames for activities, and impact assessments are being carried out in several countries.

12. Some States have in place specific plans or strategies on trafficking in women and/or children, or on sexual exploitation. For example, Indonesia has a national action plan to combat trafficking in women and children, and sexual exploitation of children; the Republic of Korea has a plan to prevent sexual exploitation; and the Congo, Croatia and Yemen have adopted strategies to combat child trafficking. Australia and Spain have strategies focused on trafficking for sexual exploitation. Haiti has put in place an action plan to protect vulnerable children, including trafficking victims/survivors. Brazil included provisions on trafficking in women and children in its strategies on violence against women and against children. In Senegal, plans of action to combat trafficking in children are in place at the local level.

13. Dedicated national mechanisms to improve coordination among all actors involved in the development and implementation of laws and policies are recognized as an important tool in the fight against trafficking. In the majority of reporting States, such institutions are in place, while Haiti and the Syrian Arab Republic are planning their establishment. In many countries, such mechanisms are multisectoral, consisting of representatives of public authorities, including law enforcement, prosecution and immigration authorities; service providers; and civil society. Bulgaria, Colombia, Indonesia and the Philippines have created provincial and/or local coordination bodies. Some countries have appointed national rapporteurs on trafficking (Finland, Netherlands and Sweden), while others have established a network of centres (Brazil), or specialized trafficking units within key governmental authorities (Azerbaijan, Belarus, Colombia, Dominican Republic, Lithuania, Malta, Nicaragua, Paraguay, Poland and Russian Federation) or the national human rights institution (Saudi Arabia).

D. Bilateral, regional and international agreements and cooperation

14. States have acknowledged that bilateral and multilateral cooperation are key to combating and eliminating trafficking in women and girls, and numerous States have increased their efforts to expand and strengthen such cooperation.

15. At the regional level, a range of agreements and strategies have been adopted or are being developed. For example, the Organization of American States has in place strategies to combat trafficking in persons, while members of the Southern Common Market (MERCOSUR) have concluded an agreement to prevent the trafficking and smuggling of children and adolescents for purposes of sexual

exploitation. Nicaragua drew attention to a subregional coalition to combat trafficking and protect victims/survivors. Australia, Canada, Indonesia, New Zealand, the Republic of Korea and the Syrian Arab Republic reported on the Bali Process, a collaborative effort of over 50 countries and international agencies to enhance regional cooperation and coordination on people smuggling, trafficking in persons and related transnational crime. Others referred to a memorandum of understanding and a joint plan of action on cooperation against trafficking in persons in the Greater Mekong subregion, adopted within the coordinated Mekong ministerial initiative against trafficking. The Russian Federation highlighted a programme of cooperation in the Commonwealth of Independent States, which includes the development of model laws on combating trafficking and providing assistance to victims/survivors. The European Union has adopted a plan on best practices, standards and procedures for combating and preventing trafficking in human beings. In South-Eastern Europe, multilateral programmes to strengthen anti-trafficking responses and victim protection have been developed. Cameroon, the Congo and Senegal referred to a cooperation agreement to combat trafficking in persons in West and Central Africa, as well as a plan of action against trafficking in persons within the framework of the Economic Community of West African States and the Economic Community of Central African States, both focused on women and children. Several West African States are developing a regional policy to protect and assist victims/survivors of trafficking, as well as subregional action plans/agreements to combat trafficking in children.

16. Many countries have concluded bilateral cooperation agreements/partnerships, often with a view to improving law enforcement and prosecution efforts (Algeria, Austria, Bolivia (Plurinational State of), Brazil, Bulgaria, Cameroon, Canada, Chile, China, Colombia, Congo, Cyprus, Finland, Georgia, Lithuania, Mexico, Netherlands, New Zealand, Nicaragua, Paraguay, Poland, Portugal, Republic of Korea, Senegal, Serbia, Slovenia, Spain, Ukraine, United Republic of Tanzania and Yemen). Several States highlighted their cooperation within the International Criminal Police Organization (INTERPOL), the European Police Office (Europol) or Eurojust, or in regional task forces or networks against trafficking in persons or on organized crime, such as those established under the auspices of the Baltic Sea States. Some States, such as Finland, have stationed liaison officers in countries of origin.

17. The majority of reporting States cooperate in and/or support bilateral and/or multilateral programmes and projects to combat trafficking in persons, together with United Nations and regional entities, the International Organization for Migration (IOM) and other States, including development projects in and with countries of origin. These projects cover a range of initiatives to prevent and combat trafficking, such as training of law enforcement, judicial, diplomatic, immigration and other personnel; enhancing victim support and assistance; rehabilitating and reintegrating rescued victims/survivors; awareness-raising; reviewing legislative and institutional frameworks; exchanging information and best practices; addressing the root causes of trafficking; promoting gender equality and empowering women and girls; and conducting studies on the scope and nature of trafficking and its consequences. Many States have hosted or participated in bilateral, regional or international conferences/meetings on trafficking in persons.

E. Prevention measures, including awareness-raising, and capacity-building

18. Prevention is integral to any strategy to eliminate trafficking in women and girls. An increasing range of prevention measures is being carried out by States. Educational programmes on gender equality, women's human rights, violence against women, sexual exploitation and forced labour, and awareness-raising and information campaigns aimed at improving knowledge and awareness of human trafficking and its risks, as well as of existing anti-trafficking measures, have been identified as useful prevention tools and are being implemented by the majority of reporting States. Other activities include the publication of articles, posters, advertisements and pamphlets in electronic and print media; the airing of radio and television programmes and videos and creation of anti-trafficking websites; the screening of films and documentaries; and discussion of human trafficking as part of school curricula. Sports and other contests, and public performances, plays, exhibitions, workshops and lectures are also being used to raise awareness and build knowledge. Many of the activities are carried out in multiple languages and in cooperation with partners, including non-governmental organizations, international and regional organizations, national human rights institutions, the media and the business sector.

19. General as well as targeted information campaigns have been carried out, in particular, to tackle the issue of demand. In the Republic of Korea, a campaign focused on prevention of sexual exploitation and prostitution, while in the Netherlands, an awareness campaign targeted persons who use sexual services. In Croatia and Denmark, campaigns were aimed at potential users of the services of victims/survivors of trafficking, for sexual as well as labour exploitation. Sweden is evaluating its measures to curb the demand for sexual services, and Australia is implementing an awareness strategy on trafficking to educate people working in the sex industry and those who come into contact with them. Other current or planned campaigns aim to raise awareness of forced labour and labour exploitation (Bulgaria, Cameroon and Poland), criminal activity surrounding mega-events (Canada) and child abuse (Kenya). Targeted campaigns, together with outreach activities and distribution of information materials, on trafficking have been carried out in presumed risk areas (China and Nicaragua), in detention facilities for aliens (Slovakia), or airports (Chile), and directed at potential victims; students and parents, as well as children in alternative care settings; unemployed persons; members of minority groups; potential or current migrants or temporary foreign workers, in particular women, and their potential employers (Austria, Brazil, Brunei Darussalam, Bulgaria, Canada, China, Finland, Georgia, Jamaica, Lithuania, Mexico, Malta, New Zealand, Poland, Portugal, Saudi Arabia, Serbia, Slovakia and Ukraine). Anti-trafficking information campaigns to raise awareness among persons working in the tourism industry were carried out in Mexico, Senegal and Spain.

20. States increasingly highlighted the need to address the conditions that make women and children vulnerable to being trafficked, such as poverty and lack of employment and education opportunities, as part of prevention strategies. Towards this end, States reported on programmes to eradicate poverty and extend social security networks (Algeria, Mexico and Yemen); poverty-eradication activities aimed at women (Djibouti and Sudan); measures to improve access of girls and

women to education (Cameroon, Djibouti and Sudan); and vocational training for women (Colombia and Senegal).

21. All those who respond to trafficking in women and girls require the capacity to deal with trafficking in a gender-sensitive and effective manner. The majority of States offered training programmes, guidelines and manuals on trafficking in women and girls and, more generally, on the human rights of women and children. These were frequently geared towards Government officials, in particular immigration and diplomatic personnel, police officers, judicial personnel; social workers; health workers; teachers; job centre employees; labour inspectors; staff in detention facilities and alternative care facilities; helpline operators; trainers on trafficking; and others who might come into contact with trafficking victims/survivors. Training events were frequently conducted in cooperation with, or by, non-governmental organizations, national human rights institutions, regional and international partners and other States. The scope of such training included investigation and prosecution of perpetrators, and identification, protection of, and support for victims/survivors. Several countries provided training on trafficking for personnel serving in peacekeeping or other international operations.

22. Capacity-building efforts also encompassed the establishment of specialized centres. For example, a centre against human trafficking was created in Denmark to improve support to victims/survivors, coordinate collaboration between social organizations and other public authorities, and collect and convey information on trafficking in human beings. In Belarus, an international training centre was established to provide training on migration and trafficking prevention.

23. States recognized the need to strengthen prevention efforts. General awareness and knowledge of trafficking in women and girls continues to be low, and securing the necessary funding for initiatives, including capacity-building, remains a persistent challenge.

F. Services and support for victims/survivors

24. Victims of trafficking must be correctly identified so that they can be provided with appropriate protection and support. Services, including social support, rehabilitation and reintegration measures, are essential for recovery from trauma. Efforts to better identify victims/survivors have been strengthened in a number of countries, for example, by developing guidance material, including on risk factors and standards for identification (Austria, Azerbaijan, Croatia, Georgia, Lithuania, Mexico, Netherlands, Portugal, Serbia and Slovakia); establishing mechanisms to identify victims/survivors during asylum procedures (Slovenia); and inclusion of the identification of victims/survivors within the mandate of national institutions on trafficking (Argentina). Austria is considering the establishment of a national centre to better identify trafficking victims/survivors. Some States reported efforts to inform trafficking victims/survivors of their rights. For example, Cyprus and Spain have prepared leaflets outlining the rights and recourses of victims/survivors. In several countries, such as in Finland and Slovakia, police are required to provide such information.

25. In an increasing number of countries, specialized services are available for victims/survivors of trafficking, sometimes specifically for women or children. Such services may include psychological, medical, legal, and social/financial assistance,

as well as shelters, which are often run in cooperation with, or by, non-governmental organizations and other partners, and with financial support by States (Argentina, Australia, Austria, Azerbaijan, Belarus, Bolivia (Plurinational State of), Brunei Darussalam, Bulgaria, Cameroon, Canada, Colombia, Congo, Croatia, Cyprus, Denmark, Dominican Republic, Georgia, Indonesia, Italy, Jamaica, Lebanon, Lithuania, Malta, Mexico, Netherlands, New Zealand, Paraguay, Philippines, Poland, Portugal, Qatar, Republic of Korea, Russian Federation, Saudi Arabia, Serbia, Slovakia, Slovenia, Spain, Sweden, Switzerland, Syrian Arab Republic, Uganda, Ukraine and Yemen). Many countries have established hotlines or helplines for victims/survivors of trafficking, or to report cases of trafficking. Countries also undertake programmes for rehabilitation, reintegration and return of victims/survivors, often in cooperation with IOM and/or non-governmental organizations (Australia, Austria, Bulgaria, Croatia, Denmark, Dominican Republic, Finland, Georgia, Indonesia, Italy, Lithuania, Mexico, Nicaragua, Philippines, Poland, Slovakia, Sudan, Sweden, Switzerland, Ukraine and Yemen).

26. Once identified, recovery and reflection periods of generally between one to three months are increasingly granted to trafficking victims/survivors in destination countries, to consider their options (Austria, Bulgaria, Canada, Cyprus, Denmark, Lithuania, Malta, Netherlands, Portugal, Slovakia, Slovenia, Spain, Sweden and Switzerland). Many States provide, or are preparing to provide, residency permits or stays to victims/survivors (Australia, Austria, Belarus, Brazil, Canada, Cyprus, Finland, Georgia, Italy, Lithuania, Malta, Mexico, New Zealand, Netherlands, Portugal, Slovakia, Slovenia, Spain, Sweden and Switzerland).

27. There is a growing trend towards the establishment of national referral mechanisms/procedures and national, or multilateral, networks to ensure the effective delivery of support for and protection of victims/survivors, especially children, often in cooperation with civil society (Argentina, Austria, Azerbaijan, Brazil, Bulgaria, Colombia, Croatia, Cyprus, Denmark, Dominican Republic, Georgia, Malta, Netherlands, Nicaragua, Paraguay, Philippines, Portugal, Serbia and Ukraine). Brazil is implementing a pilot project creating an assistance network specifically for women victims/survivors of trafficking. Many countries use protocols, manuals and guidelines for service providers on the protection of and support for trafficking victims/survivors, including Azerbaijan, Bolivia (Plurinational State of), Canada, Colombia, Croatia, Germany, Mexico, Nicaragua, Paraguay, Philippines, Portugal and Spain. Some manuals include specific provisions on children and women.

28. Many of the services offered to victims/survivors are available only in limited and/or urban locations. In addition, in a number of countries, assistance to victims/survivors of trafficking continues to be conditional upon the victims'/survivors' willingness to participate in prosecution.

G. The role of the business sector and media providers

29. States recognize the important role that the private sector can play in combating and preventing trafficking in women and girls and the need to intensify collaboration with that sector. At the same time, the business community continues to create and adopt self-regulatory mechanisms, such as codes of conduct, setting out measures and tools to prevent and combat trafficking. The tourism industries in

Bulgaria and Sweden have signed a code of conduct for the prevention of trafficking and sexual exploitation of children in tourism. Telecommunication companies in Sweden have endorsed corporate social responsibility programmes, including those in support of hotlines to report trafficking cases. The Netherlands cooperates with the tourism industry in awareness-raising on child sex tourism, and is encouraging tour operators to implement a code of conduct on child sex tourism. In Colombia, public-private declarations have been signed to prevent and eradicate child labour. Italy reported on a project to strengthen public-private cooperation concerning the identification of and support for child victims/survivors and children at risk of being trafficked, while Malta is implementing an awareness-raising campaign to combat trafficking in children and adolescents jointly with a cosmetics company, which also makes donations for support services for victims/survivors. Saudi Arabia is planning to monitor employment agencies.

30. Media providers are an important partner in raising awareness and disseminating information. They also have a key role in regard to advertisements and information which can fuel the demand for trafficking in women and girls. Bulgaria, Colombia and Cyprus reported on training programmes for journalists on human trafficking. Spain's national action plan against trafficking aims to reduce advertising of sexual services in the media. In Poland, media providers have carried out advertisement campaigns on trafficking, while in Colombia and Ukraine, television stations include information on trafficking in their programmes as part of awareness-raising campaigns.

H. Data collection and research

31. States acknowledge that trafficking in women and girls remains underdocumented. Research, and the availability and exchange of data, are essential for the development and implementation of better legislation and policies as well as other targeted measures, including services for victims/survivors and impact assessments. Although some States provided some available data on victims/survivors, investigations, prosecutions and convictions in cases of human trafficking, the number of cases that come to the attention of the police, courts or service providers are small, methodologies of such data collection differ, and estimates of the number of victims/survivors vary.

32. States have intensified efforts to initiate or enhance data collection and analysis on trafficking in persons. This is done, for example, through research programmes, training and studies, often in cooperation with international or non-governmental organizations. The range of topics includes: causes of trafficking in women and children; different forms of labour exploitation; demand for services of trafficking victims/survivors; or victim's willingness to testify in criminal proceedings (Australia, Bulgaria, Canada, Colombia, Chile, Cyprus, Denmark, Djibouti, Dominican Republic, Finland, Germany, Indonesia, Lebanon, Mexico, New Zealand, Niger, Poland, Portugal, Samoa, Serbia, Slovakia, Slovenia, Spain, Sudan, Sweden, Uganda, Ukraine and Yemen). In Cyprus, Netherlands and Sweden, the dedicated national coordination mechanism or rapporteur on trafficking is mandated to collect data.

33. States have highlighted promising steps to strengthen the knowledge base on trafficking. These include: a feasibility study on developing a national data-

collection framework (Canada); creation of a national monitoring system (Colombia and Italy); development of databases, and other systems of data collection (Algeria, Argentina, Brazil, Bulgaria, Georgia, Lithuania, Mexico, Philippines, Senegal, Slovakia and Slovenia); creation of a system of registering cases of trafficking in persons (Paraguay and Portugal); development of guidelines for data collection at the regional level and a trafficking index based on indicators (Austria and Sweden); development of indicators (Denmark, Malta and Poland); mapping of trafficking routes (Nicaragua); establishment of a multidisciplinary expertise centre on human trafficking and people smuggling (Netherlands); and an observatory on trafficking in persons (Portugal). Finland reported that the European Institute for Crime Prevention and Control affiliated with the United Nations gathers and analyses data on human trafficking.

III. Activities undertaken within the United Nations system

34. Intergovernmental and expert bodies continue to address trafficking in women and girls, and global discussions have been held on the issue. A number of United Nations entities implemented activities and developed new initiatives, particularly in support of national efforts. As at 27 May 2010, 11 entities of the United Nations system had responded to the Secretary-General's request for information.[2]

A. Global legal and policy development

Resolutions, recommendations and global discussions

35. United Nations intergovernmental and expert bodies continued to adopt resolutions and recommendations to address human trafficking, and trafficking in women and girls in particular. For example, at its sixty-fourth session, in 2009, the General Assembly adopted resolution 64/178 on improving the coordination of efforts against trafficking in persons, and at its session in 2008, the Economic and Social Council adopted resolution 2008/33 on strengthening coordination of the United Nations and other efforts in fighting trafficking in persons. At its eleventh session (2-19 June 2009), the Human Rights Council adopted resolution 11/3 on trafficking in persons, especially women and children.

36. The Human Rights Council working group on the Universal Periodic Review, during its third to eighth sessions, from December 2008 to May 2010, continued to make recommendations relating to trafficking in persons, especially women and children in 75 of the 96 countries it considered, stressing the need for the States concerned to continue, or to intensify efforts to combat and prevent trafficking, and to provide victims/survivors with protection and support. The working group recommended that States should evaluate and monitor the measures they have undertaken to gauge their effectiveness; address the root causes of trafficking;

[2] Department of Public Information, United Nations Population Fund, United Nations Development Fund for Women, United Nations Trust Fund to End Violence against Women, United Nations Relief and Works Agency for Palestine Refugees in the Near East, United Nations Educational, Scientific and Cultural Organization, United Nations Office on Drugs and Crime, Office of the United Nations High Commissioner for Refugees, Department of Economic and Social Affairs, Development Policy and Analysis Division, Department of Economic and Social Affairs, Statistics Division and International Organization for Migration.

strengthen efforts to prosecute and punish all perpetrators, including public officials; and take into account the Recommended Principles and Guidelines on Human Rights and Human Trafficking of the Office of the United Nations High Commissioner for Human Rights (OHCHR) when developing or implementing measures.

37. The human rights treaty bodies established under the core human rights treaties continued to address the issue of trafficking in persons, especially women and children, in their concluding observations on the reports submitted by States parties.[3] They have expressed concern about the persistence, growth, and the prevalence of trafficking in persons, as well as the lack of data and research. They have recommended that States strengthen efforts to effectively implement their laws, action plans and policies, and evaluate the impact of all measures adopted. In particular, the treaty bodies have recommended: strengthening of legislation and policies; allocation of adequate funding for the implementation of all measures undertaken; systematic compilation and analysis of data and research to fully assess the causes, consequences and the extent of trafficking in women and girls; effective investigation, prosecution and punishment of perpetrators and the application of penalties commensurate with the gravity of the acts, adequate identification of victims/survivors and their protection and access to support services, regardless of their cooperation with prosecution authorities; strengthening of cooperation between countries of origin, transit and destination; reinforcing prevention measures, including awareness-raising and addressing the root causes of trafficking, in particular the economic and social situation of women which make them vulnerable to trafficking; and training and capacity-building for law enforcement, border patrol, and immigration officials, as well as judicial personnel, parliamentarians, health professionals, social workers, media professionals, teachers and school administrators.

38. Special rapporteurs of the Human Rights Council continued to issue recommendations on trafficking in persons, especially women and children. For example, the Special Rapporteur on trafficking in persons, especially women and children,[4] recommended that States provide all trafficked persons access to specialized support and assistance, regardless of their immigration status, and ensure that residency status and access to services are not dependent on their participation in criminal proceedings. The Special Rapporteur also recommended that States ensure that measures adopted to prevent and combat trafficking do not have an adverse impact on the rights and dignity of the persons who have been trafficked. The Rapporteur further recommended the establishment of regional monitoring bodies which could regularly review the implementation of normative instruments and workplans and provide recommendations.[5]

39. On 13 May 2009, the General Assembly held an interactive thematic dialogue on taking collective action to end human trafficking. Informal consultations of the Assembly were held in March, April, May and June 2010 to consider the development of a United Nations global plan of action to combat trafficking in persons, as referred to in General Assembly resolution 64/178.

---

[3] See http://www.ohchr.org/EN/HRBodies/Pages/HumanRightsBodies.aspx.

[4] See A/HRC/10/16.

[5] See A/HRC/14/32.

B. Initiatives by United Nations entities, including activities in support of national efforts

1. Coordination efforts

40. The United Nations Global Initiative to Fight Human Trafficking facilitated by the United Nations Office on Drugs and Crime (UNODC),[6] carries out a number of activities in the following areas: advocacy to help raise awareness of human trafficking; increase knowledge on human trafficking to feed into global, regional and national policymaking; coordination among international organizations and innovative public-private partnerships; and capacity development of stakeholders. The Inter-Agency Cooperation Group against Trafficking in Persons, chaired by UNODC,[7] held several meetings and continued its work to improve cooperation and coordination between United Nations entities and other international organizations and facilitate a holistic approach to preventing and combating trafficking in persons, including the protection of, and support for, victims/survivors of trafficking.

2. Studies and reports

41. Entities of the United Nations system continue to convene meetings and prepare reports and analysis to facilitate the work of intergovernmental and expert bodies and to contribute to the development of global responses to trafficking in women and girls. The UNODC 2009 global report on trafficking in persons compiled information on the state of the global response to human trafficking, including data on national legislative and enforcement activity. A joint United Nations-Council of Europe study on trafficking in organs, tissues and cells and trafficking in human beings for the purpose of the removal of organs was issued in 2009 and included a number of recommendations to address these phenomena.

42. Trafficking in women and girls was addressed in the report of the Secretary-General (prepared by the Division for the Advancement of Women of the Department of Economic and Social Affairs of the Secretariat) on the occasion of the 15-year review of the implementation of the Beijing Declaration and Platform for Action,[8] in particular in the sections dealing with violence against women, which highlighted trends in national implementation, remaining gaps and challenges, and key areas for future action. Pursuant to Human Rights Council resolution 11/3 on trafficking in persons, especially women and children, OHCHR organized, in May 2010, a seminar aimed at identifying opportunities and challenges in the

---

[6] The United Nations Global Initiative to Fight Human Trafficking involves entities of the United Nations system, regional organizations, civil society groups, media, academia and the private sector (see the Global Initiative's progress update, 2009, at: http://www.ungift.org/docs/ungift/pdf/about/UNGIFT_progress_report09.pdf).

[7] The Office of the Special Representative of the Secretary-General for Children and Armed Conflict, OHCHR, the Division for the Advancement of Women, the International Research and Training Institute for the Advancement of Women, the United Nations Development Fund for Women, the United Nations Population Fund, the World Bank, INTERPOL and the International Organization for Migration participate in the Inter-Agency Cooperation Group against Trafficking in Persons.

[8] Report of the Secretary-General on Review of the implementation of the Beijing Platform for Action, the outcomes of the twenty-third special session of the General Assembly and its contribution to shaping a gender perspective towards the full realization of the Millennium Development Goals (E/2010/4-E/CN.6/2010/2).

development of rights-based responses to trafficking in persons, and a report on the proceedings and outcome will be submitted to the Council.

3. Data collection, research and support for policy development

43. Activities to enhance the availability of data, and analysis and research on trafficking in women and girls continue to be carried out by United Nations entities and other organizations. IOM maintains a global database on human trafficking, while the United Nations Educational, Scientific and Cultural Organization (UNESCO) maintains an online human trafficking statistics database on Asia, both containing gender- and age-disaggregated data. IOM published a handbook on performance indicators for counter-trafficking projects in 2008, some of which pertain to women and girls, and is carrying out a review of methodological and ethical issues related to research on human trafficking. The Secretary-General's database on violence against women was launched in March 2009, in response to General Assembly resolution 61/143 on intensification of efforts to eliminate all forms of violence against women. The database, managed by the Division for the Advancement of Women, is the first global one-stop site for information on measures undertaken by Member States to address all forms of violence against women, including trafficking in women and girls. Thus far, 87 Member States have provided inputs for the database.[9] The Division compiles an inventory of activities of the United Nations system on violence against women, including trafficking, which is updated twice yearly, as part of the activities of the Task Force on violence against women of the Inter-Agency Network on Women and Gender Equality.

44. Research initiatives, carried out or facilitated by United Nations entities at the national level, have informed legal and policy development. The United Nations Development Fund for Women (UNIFEM) has supported research to enhance data collection on human trafficking, including gender-related data, as well as the conduct of assessment studies on trafficking in the Republic of Moldova and Maldives, respectively. In India, UNIFEM supported a ministerial forum on partnerships regarding trafficking, gender-based violence and HIV/AIDS, which resulted in the adoption of an accountability charter. UNESCO organized a policy dialogue on combating violence against women and trafficking in women and girls during a forum of Ministers of Women's Affairs from the Great Lakes region, with a view to developing or strengthening national action plans and creating monitoring mechanisms. UNESCO carried out research on the causes of trafficking in women and girls and disseminated good practices to policymakers in several African countries. Research has been carried out on trafficking risks for refugees in Thailand by the Office of the United Nations High Commissioner for Refugees (UNHCR), while the United Nations Population Fund (UNFPA), jointly with members of the Global Migration Group, published a report on the vulnerability of migrant workers to being trafficked. In Mongolia, funding from the United Nations Trust Fund to End Violence against Women supported research on trafficking for sexual exploitation. UNIFEM, in partnership with UNODC, supported the formation of a South Asia anti-trafficking think tank, which serves as a dialogue mechanism to enhance national and regional coordination efforts to combat trafficking in women and children.

---

[9] http://www.un.org/womenwatch/daw/vaw/v-database.htm.

4. Capacity-building

45. United Nations entities continued to support capacity-building measures in the area of trafficking in women and girls, for different stakeholders. Initiatives include: training of police in Nigeria by UNIFEM in collaboration with UNICEF, UNFPA, and national actors; UNHCR training of Government officials, employees of trafficking shelters, and others in Thailand; UNESCO-supported training for female radio reporters on domestic violence and human trafficking in the Plurinational State of Bolivia, and training of border guards and staff of the General Directorate for Refugees in Ecuador; and joint training by UNHCR and IOM for border police officers in Albania. In the Republic of Moldova, the United Nations Trust Fund supports civil society training efforts for professionals dealing with trafficking victims/survivors. In Ghana, UNIFEM helped establish a national committee mandated to coordinate measures to combat trafficking in women.

46. The development and dissemination of training tools and manuals form an integral part of United Nations entities' capacity-building efforts for stakeholders. UNODC has developed an international framework for action to implement the Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, supplementing the United Nations Convention against Transnational Organized Crime, and updated its toolkit offering guidance, recommended resources, and promising practices for stakeholders to address human trafficking more effectively. Other training materials include an International Labour Organization and UNICEF training manual to fight trafficking in children for labour, sexual and other forms of exploitation; a UNODC and Inter-Parliamentary Union handbook for parliamentarians; an IOM manual for health providers and a handbook on direct assistance for victims/survivors of trafficking; a UNHCR and IOM joint framework document on developing standard operating procedures to facilitate the protection of trafficked persons; a UNIFEM handbook on access to justice for victims/survivors of trafficking in Nigeria; UNODC standard operating procedures in investigating crimes of commercial sexual exploitation in South Asia; a protocol for the repatriation of child victims/survivors of trafficking in Costa Rica, prepared with UNHCR support; and a United Nations inter-agency training manual for combating trafficking in women and children in the Greater Mekong subregion.

5. Prevention activities, including awareness-raising and advocacy

47. United Nations entities continue to engage in, and/or support, awareness-raising and advocacy campaigns and outreach activities to enhance understanding of trafficking in women and girls. In several African countries, UNESCO, UNHCR and IOM implemented awareness-raising campaigns on human trafficking, some of which targeted refugees and asylum-seekers. In Latin America, UNIFEM supported programmes involving traditional leaders in efforts to end violence against indigenous women, including internal trafficking. The Department of Public Information has carried out a range of awareness-raising and outreach activities through different forms of media, particularly on efforts of the United Nations to combat trafficking in women and girls. UNIFEM organized a regional meeting on trafficking with police officers, media representatives and lawyers in Nepal in 2008. UNESCO produced a documentary entitled "Women Trafficking", exploring social and cultural contexts of trafficking in women in South-East Europe, carried out research on the causes and social structures that lead to trafficking in women and girls, and undertakes projects to promote women's access to the labour market in

specific fields of cultural activities. Providing linguistically and culturally appropriate information on trafficking for women and girls of ethnic minorities in the Greater Mekong subregion is part of another UNESCO project.

6. Support for legislative development and implementation

48. United Nations entities continue to contribute to improvements in national legislation to combat trafficking in women and girls. For example, UNODC has drafted a model law on trafficking in persons to guide States in their implementation of the Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children, supplementing the United Nations Convention against Transnational Organized Crime. UNIFEM supported the amendment of laws related to trafficking in persons in several countries, including Cambodia and Pakistan. In Rwanda, UNIFEM and the United Nations Development Programme assisted with the drafting of a law on violence against women, which includes provisions on human trafficking. UNHCR has advocated for asylum-sensitive anti-trafficking legislation in several countries, such as Armenia and Morocco. Based on the outcome of a 2008 expert group meeting on good practices in legislation to address violence against women, the Division for the Advancement of Women issued in 2009 a Handbook for legislation on violence against women.[10] The Handbook presents recommendations for the content of legislation, together with explanatory commentaries and good practice examples.

7. Services for victims/survivors of trafficking

49. Many United Nations entities continue to support different stakeholders, including civil society, in their endeavours to support victims/survivors of trafficking. For instance, UNODC, jointly with the United Nations Interregional Crime and Justice Research Institute, is implementing a programme of action against trafficking in young women and minors from Nigeria to Italy, including social reintegration activities aimed at economic independence. UNIFEM provides support for services for women victims/survivors of trafficking in Afghanistan, while the United Nations Trust Fund to End Violence against Women supports projects in Viet Nam that build special "intervention teams" to identify traffickers and trafficking victims/survivors. UNFPA continues to support reproductive health services and counselling to victims/survivors of trafficking, for example in the Philippines. In a number of countries, UNHCR has collaborated with international and non-governmental organizations to create referral mechanisms for victims/survivors of trafficking, while the United Nations Relief and Works Agency for Palestine Refugees in the Near East has developed referral systems to increase access to services for women and girls victims/survivors of violence, including trafficking. In India, UNIFEM has a project, aiming to ensure that the rights of victims/survivors of trafficking are protected during legal proceedings.

8. Private sector

50. United Nations entities have supported some partnerships with private sector actors. For example, in India, IOM has initiated a pilot project with the private sector and local Government to rehabilitate women victims/survivors of trafficking, by creating opportunities for them. The United Nations Trust Fund to End Violence

[10] http://www.un.org/womenwatch/daw/vaw/v-handbook.htm.

against Women supports hotel owners in Viet Nam to distribute information on trafficking in women and girls. In Côte d'Ivoire, UNHCR supported civil society to reach an informal agreement with a company to stop recruiting children for work in palm farms, and to convince parents to send their children to school.

IV. Conclusions and recommendations

51. **Numerous actions have been taken at all levels to prevent and address trafficking in persons, many of which focus on trafficking in women and girls. Adherence to relevant international instruments continues to increase. Legal, policy and institutional frameworks have been strengthened, and efforts aimed at bilateral and multilateral cooperation have been reinforced. Despite these developments, trafficking in women and girls persists, including for sexual exploitation, forced labour and forced marriage. Future action should focus on ensuring a comprehensive, coordinated, cohesive and gender-sensitive approach among all stakeholders; adequate funding; and the full implementation, monitoring and evaluation of all measures taken. Strategic partnerships among Government actors, non-governmental organizations, the private sector and other stakeholders are vital.**

52. **Many States have carried out legal reform, including the introduction of specific criminal offences of human trafficking; the inclusion of aggravating circumstances in sentencing provisions, especially when the victim is a child; increased penalties for traffickers; and expanded protection and support for victims/survivors. Some States have adopted specific laws against trafficking in children. Comprehensive anti-trafficking acts that are broad in scope, covering trafficking offences and a range of other measures, including protection and support for victims/survivors, prevention measures, and the establishment of national coordination bodies, are a good practice that should be replicated. States should ensure that all forms of trafficking in persons of all ages are criminalized with sentences that are commensurate with other serious crimes, including enhanced penalties when the victim is a child. Legal reforms should continue in order to ensure that an adequate legal framework is in place to prevent and address trafficking in women and girls and protect the human rights of all victims/survivors.**

53. **Existing and new laws are often ineffectively enforced and/or not well understood by authorities. Prosecution rates continue to be low. Efforts should be reinforced to ensure the effective and gender sensitive enforcement of anti-trafficking legislation. Systematic training should be conducted for law enforcement officials, the judiciary and other relevant personnel on trafficking in women and girls, the protection of the human rights of trafficking victims/survivors, and responsibilities under new legislation. Accountability mechanisms should be in place, such as penalties for non-compliance with the law. Efforts should be strengthened to ensure that all perpetrators at all levels, including public officials, are prosecuted and receive appropriate sentences. Institutional mechanisms to monitor implementation of the law are critical.**

54. **States have adopted dedicated plans or strategies on trafficking in persons, many of which contain specific measures to address trafficking in women and/or children. States should ensure that all anti-trafficking plans**

include provisions on women and girls and that such plans are comprehensive and multidisciplinary in scope and incorporate measurable goals and timetables, as well as monitoring and impact assessment measures, and provide for coordination among all stakeholders. Coordination at the national level should be reinforced, in particular through dedicated coordination mechanisms. States should continue to conclude and implement bilateral, regional and multilateral agreements, to ensure effective action in all areas, including law enforcement and prosecution, prevention, victim support and assistance, and exchange of data, information and good practices in combating trafficking in women and girls.

55. While States have carried out educational programmes, awareness-raising campaigns and other initiatives, there is a need to reinforce efforts and resources in the area of prevention. Political commitment at all levels to eliminate trafficking in women and girls is critical. Prevention efforts must be systematic and sustained, and address the root causes and factors that put women and girls at risk, including social and economic marginalization, and violence and discrimination against women. Measures must be put in place to discourage employer and consumer demand that lead to trafficking in women and girls. Educational programmes and information and awareness campaigns should be expanded and cover the promotion of women's human rights, gender equality, and healthy relationships; the risks and dangers of human trafficking; and the availability of services and support for victims/survivors and other anti-trafficking measures. Such awareness programmes should be multilingual, where appropriate, and directed at the general population and at groups that are at risk. Collaboration with the private sector and the media should be intensified, including with respect to the adoption by different industries of self-regulatory mechanisms and codes of conduct, awareness-raising, and the use of new technologies by traffickers.

56. Women trafficking victims/survivors require timely access to specialized support services, including legal, psychological, medical and social assistance; access to shelters; vocational training and alternative employment programmes; and residence permits or extended stays in third countries. Many countries have established or enhanced support systems for trafficking victims/survivors, especially women and children. These efforts should be reinforced to ensure that trafficking victims/survivors are correctly identified and their rights protected, and that actions taken do not lead to their further stigmatization or marginalization. Measures of protection and support should be accessible to all victims/survivors and not be made contingent on a victim's ability or willingness to assist in criminal proceedings. States should ensure that victims/survivors are informed about their rights and available recourse, empowered to claim those rights, and be given sufficient time to recover from the trauma they have suffered. Greater efforts are needed to ensure that victims/survivors are protected from prosecution for illegal migration, labour law violations or other acts and receive protection in connection with criminal proceedings, including witness-protection programmes. Referral mechanisms/procedures should be reinforced, and all persons coming into contact with trafficking victims/survivors should be systematically trained to ensure they have the capacity to assist such victims/survivors with full respect for their human rights.

57. **Despite increased efforts to improve the knowledge base on the scope and nature of trafficking in women and girls, data continues to be unreliable and deficient. The availability of more and better quality data, including statistics, is indispensable in order to undertake effective legislative and policy reforms, monitor trends, and assess the impact of measures taken. States should continue and strengthen their efforts to improve the collection of data on trafficking in women and girls. Statistical data should be disaggregated by sex, race, age, ethnicity and other relevant characteristics. Methodologies of data collection should be enhanced and harmonized, and qualitative research intensified.**